

“STRATEGIES TO REDUCE THE GROWTH OF INCARCERATION IN THE STATE OF LOUISIANA”



Department of Public Safety and Corrections
Corrections Services
Richard L. Stalder, Secretary
September 2000

“Strategies to Reduce the Growth of Incarceration in the State of Louisiana”

The Department of Public Safety and Corrections is committed to our responsibility in the name of public safety to incapacitate violent and repeat offenders and to promote cost-effective programs that reduce recidivism. In addition, we recognize our responsibility to support programs that will prevent individuals from ever entering our criminal justice system to begin with.

The Department is acutely aware of the fiscal pressure created by the growth of the state's incarcerated inmate population. Since January of 1992, the total population of state prison inmates has increased from 20,000 to 35,000. This represents an additional \$175 million in annual operating costs in fiscal year 2000 – 2001 compared to fiscal year 1991 – 1992. The capital cost for prison and jail space to support this expansion, (funded by federal, state and local governments, as well as the private sector), has been approximately \$375 million. In the last eight years, we have spent an additional \$1.2 billion on incarceration alone.

When considering the staggering cost associated with incarceration, a review of safe and effective community and institutional programs that decrease recidivism and prevent crime is in order. Alternatives described in this report are varied in definition and in operation. Many are seeing limited use in Louisiana and may be worthy of expansion. They all share a common theme. Louisiana must improve public safety, reduce recidivism, decrease victimization, and reduce the financial burden of its correctional system in the following ways:

- Provide basic educational skills, job skills, substance abuse treatment, values clarification and aftercare to offender populations both in institutions and under community supervision;
- Rebuild the partnership between schools, churches and families so that teachers, ministers and parents replace the culture of drugs and gangs in providing self-esteem and behavioral reinforcement for our youth;
- Realize that our children's earliest years of life are the most crucial for their future health and welfare.

The Louisiana Department of Public Safety and Corrections is committed to providing the information and resources necessary for the Legislature and policy-makers to achieve maximum levels of safety at minimum cost. We hope the information contained in this document will further that purpose.



Richard L. Stalder
Secretary

TABLE OF CONTENTS

I. Community Intervention and Supervision Programs	1
A. Drug Courts	1
B. Re-Entry Drug Courts	2
C. Electronic Monitoring	5
D. The Seamless System	6
E. Work Release	7
F. Case Management	8
G. Community Policing	9
H. Sex Offender Treatment	10
I. Truancy and Assessment and Service Centers	11
J. Restorative Justice	12
• Reparative Probation.....	12
• Victim Offender Mediation	13
• Justice Fellowship.....	15
II. Institutional Programs	17
A. Job Skills Education Program (JSEP)	17
B. Project Metamorphosis.....	17
C. Fast-Track Welding	18
D. Direct Services Grant for High Risk Adults	19
E. School to Work.....	19
F. Adult Education, Vocational Education and Literacy Programs.....	20
G. Religious Programming	21
H. Prison Fellowship Ministries	22
I. New Orleans Baptist Theological Seminary.....	22
J. Older and Infirm inmates	23
K. IMPACT	24
L. Substance Abuse Treatment	28
M. Residential Substance Abuse Treatment Program.....	28
N. H.J. “Blue Walters” Substance Abuse Treatment Program	30
O. Resocialization.....	31
III. Children’s Initiatives	33
A. Parenting Skills Program	35
B. Character Counts	35
C. Steps to Success	36
D. Reading Corners	36
IV. Conclusion.....	39

I. COMMUNITY INTERVENTION AND SUPERVISION PROGRAMS

A. Drug Courts

Drug courts are community intervention programs which evolved out of the need to address the common combination of criminal behavior and substance abuse. They involve supervised treatment, education and work programs and monitoring. Drug courts must be planned, implemented and supported by judges, prosecutors, defense attorneys, treatment providers, police officers and probation and parole officers. Participation in a drug court may be the most efficient way for offenders who are substance abusers to receive treatment. In such courts, an offender is placed on supervised probation and assigned a probation and parole officer who closely monitors the offender's activities and conducts frequent drug screens, as well as confirms attendance at substance abuse counseling, work and/or educational programming. The offender is returned to court periodically where the officer reports on progress made (or lack thereof). If there is non-compliance, the judge can take immediate action to sanction the offender.

It has been demonstrated that drug courts reduce the cost of adjudicating low-level drug offenders. Substantial benefits include reduced recidivism and days of incarceration, shorter supervision periods, increased employment and higher levels of social functioning, all generating significant long-term savings to taxpayers. A recent cost-benefit analysis of the Portland, Oregon drug court showed estimated savings of over \$10 million in avoided costs over a two year period. This analysis also estimated that for every dollar spent on drug court, the taxpayer saved ten dollars (Finigan, 1998). Additionally, a recent 30 month follow-up study of two Florida drug court programs showed that graduates were less likely to be re-arrested for felonies, drug sales or use, violent crimes or violation of probation or

parole. Official records indicated that 48% of the graduates of the drug court treatment program were re-arrested during the follow-up period, compared to 86% of those not completing the program.

Louisiana presently has sixteen active adult drug courts and nine juvenile drug courts. Five adult and one juvenile drug court are currently pending funding. The Department of Health and Hospitals, Office of Addictive Disorders, reports that 2,266 persons have been admitted to Louisiana's drug court system this year. Of that number, 178 have successfully completed the program and 1,471 remain in active status. Seventy-five percent of the successful participants are gainfully employed; 33% have obtained either their GED or high school diploma. Successful outcomes are anticipated, but the data has just begun producing results in measurable terms. The national retention average is 70%; Louisiana reports a rate of 74%. Although effective, this type of program requires that much of a probation and parole officer's time be spent working with a relatively small number of individuals. For maximum effectiveness, these intensive caseloads should ideally be limited to no more than 25 cases per officer. The cost for an offender to participate in a one-year drug court program (including treatment and case management) is approximately \$5,000 for an adult and \$7,000 for a juvenile. Of the 178 that have successfully completed the program, over \$1.5 million was saved by diverting these offenders to drug court from incarceration.

B. Re-Entry Drug Courts

Louisiana continues to incarcerate a large number of persons for drug crimes. Over 5,600 of the 1998 admissions were for drug offenses. A June 2000 snapshot of the adult prison population indicates that 31% of the 35,601 inmates sentenced to the Department's

custody were admitted for drug crimes. In a recent study published in the Journal of Drug Issues, researchers at the University of Delaware's Center for Drug and Alcohol Studies found that within 18 months after release from prison, 54% of untreated drug-addicted inmates were rearrested and 84% were again using drugs. By comparison, of the individuals receiving substance abuse treatment during their incarceration and in aftercare programs, only 23% had been rearrested and 53% were again using drugs. This translates into a significant savings, when, according to a 1994 RAND Corporation study, every dollar spent on treatment is worth seven dollars spent on law enforcement.

The Department proposes implementation of **re-entry drug courts** on a pilot basis. These courts will provide a multi-purpose intervention and reintegration mechanism to facilitate an inmate's successful return to the community from prison. As proposed, the Department would profile and conduct the initial assessment and screening of inmates for participation in the program. This will include consideration of parole eligibility and minimum time to be spent under supervision, residential plan, institutional history and other pertinent factors. The Parole Board would then impose as a special condition of parole supervision that participants follow the orders of the judge presiding over the re-entry drug court. The judge would be empowered to make decisions regarding treatment, revocations, sanctions and all matters related to the offender's participation in the program. Treatment would be provided by the Department of Health and Hospitals, Office of Addictive Disorders (OAD). Enforcement and supervisory responsibilities would be vested in the Department.

The current infrastructure of work release facilities and OAD regional units lends to the piloting of several re-entry drug courts to serve multi-parish areas. The program will work collaboratively with existing or proposed re-entry drug courts in Slidell, West Baton Rouge,

Lafayette, Lake Charles, Rapides, Monroe, St. Martin and Orleans. To facilitate transition into the community, inmates will enter a work release center following release from prison. Probation and parole officers will be assigned to each work release site to supervise, conduct drug screens and work closely with the re-entry drug court judge. The officer to inmate ratio will be 1:25. While under supervision, these inmates will work at jobs during the day and return to the structured environment of the work release center at night. Currently, there are 765 work release beds; the re-entry drug court concept will increase the total number of beds by at least 150 throughout the state and 350 of the traditional work release beds will be transitioned to re-entry drug court beds.

OAD will provide research-based substance abuse treatment programming based on directive cognitive-behavioral approaches augmented by twelve-step recovery programming. Treatment will include assessment by OAD staff (including the Addiction Severity Index) and the creation of an individualized treatment plan. The treatment process will be divided into two phases. The intense phase will provide 12.5 hours of counseling interventions per week to each inmate. This phase will last from a minimum of one month up to four months depending upon the needs and the progress of the inmate. The second phase of treatment will consist of six hours of interventions per week for four to six months.

Staff client ratio will be no more than 1:10. Each inmate will be randomly drug screened twice per week. OAD will provide office space conducive to treatment and group therapy (maximum of 10 per group). The treatment regimen may be modified if an inmate has been through a prison based treatment program. OAD will also provide after care.

The proposed annual budget to serve 500 inmates consists of \$1.2 million in supervision costs (\$2,400 per slot per year) and \$1.3 million for treatment services, (\$2,600 per slot per

year). An additional \$1.2 million would cover costs associated with judicial services and programming equipment.

C. Electronic Monitoring

The Adult Division of Probation and Parole currently utilizes 200 **electronic monitoring** units for sex offenders, parolees with violations not serious enough for revocation and probationers whose conduct deserves increased sanctions short of revocation. These devices are worn by the offender and are used by the supervising officer to detect when the individual leaves or arrives at his residence. Electronic monitoring costs approximately \$1.26 per offender per day. When the cost of supervision is added, the total cost is approximately \$3.00 per offender per day.

Technological advances have also improved the effectiveness of electronic monitoring devices. One monitoring system utilizes a wrist watch type device that monitors curfews. The unit beeps the offender, prompting a call to a central monitoring unit. Although the current system also monitors curfew, the beep and response portion of the advanced unit can locate the actual whereabouts of the offender. When beeped, the offender must respond from a phone number that is authorized for use. If he does not, the central unit will identify where the call is originating from. Cost depends on the number of units used, but still averages \$3-\$5 per offender per day. This alternative provides a more intense form of monitoring to the traditional electronic monitoring system. Another advanced form of electronic monitoring utilizes a Global Positioning Satellite (GPS) to track the offender and give the supervising officer the ability to determine the offender's location at any time. The start up cost for this system is approximately \$25 per offender per day. It is anticipated that future technology will one day make this system more affordable and readily available. It

should be noted that the cost of having an offender under GPS monitoring will not result in a substantial savings over incarceration. However, GPS monitoring can provide extensive, intensive monitoring, which coupled with intensive supervision, can result in decreased recidivism and, therefore, reduced victimization.

The cost of traditional electronic monitoring and supervision (\$3-\$5 per day depending on the type of monitoring) is far less costly than the \$31 per day for incarceration. The use of electronic monitoring for parolees in lieu of revocation saves from \$26-\$28 per offender per day for each day he is on electronic monitoring and not returned to prison. In the first six months of 2000, 855 parolees were returned to prison for technical violations. The cost to keep these inmates incarcerated for even six months totaled nearly \$5 million. If only half of those returned for technical violations were suitable candidates to be placed under electronic monitoring, this intermediate sanction for the same six months would yield an estimated savings of \$2 million.

D. The Seamless System

The Adult Division of Probation and Parole has partnered with the Orleans Parish District Attorney, Sheriff and judges to create a “**seamless system**” for offenders in Orleans Parish. The proposed seamless system coordinates efforts to address the problem of limited resources for substance abusers, which is often diminished by a lack of coordination between available services and sanctions. A federal grant proposal has been submitted to the Center for Substance Abuse Treatment to fund this program, which would provide court intervention, counseling services, job preparation, close monitoring of offenders and day reporting centers. The system would follow the offender from arrest through conviction. This comprehensive program was developed through the cooperation of many criminal

justice agencies, treatment providers and other parties interested in reducing crime in New Orleans. If successful, there may be justification for similar programs in other metropolitan areas of the state.

One component of the proposed system is the day reporting center (DRC), which requires unemployed offenders to report to a central location (usually a probation and parole office) where they receive counseling and referrals tailored to the individual's needs. This may include substance abuse treatment, job referrals, education, etc. Probation and parole officers conduct drug screenings and review compliance with special conditions. Various agencies will be involved in this "one-stop shop" (i.e. Labor, Social Services, etc.). The DRC's programs could be expanded to families of adult offenders under supervision who have been identified as needing these services. The idea of the DRC is to ensure that unemployed offenders are being exposed to various training opportunities to help them with their transition back into society.

One of the sanctions of the seamless system includes short-term incarceration. This is an effective "attention getter" for technical violators that is not available in most areas of the state. The probation and parole officers are working with the Orleans Parish Criminal Sheriff's office to use that agency's in-house boot camp program (About Face) for probation and parole violators. A "drop in" plan whereby probation or parole technical violators would spend a period of time in jail as a sanction for violations is also available. To serve 1,000 offenders over a three year period will cost approximately \$5.7 million.

E. Work Release

Certain eligible offenders may enter a traditional **work release** center from six months to

two years prior to release from incarceration, depending on the crime of conviction. The offender works at a job in the community during the day and returns to the structured environment of the work release center each night. Probation and parole officers conduct frequent drug screens and supervise the residents. Such programs are successful in helping an inmate make the transition from prison back into the work force. Work release centers are also utilized as a valuable alternative for technical parole violators, in lieu of returning them to prison.

At the current rate of \$18.25 per day, compared to the system average of \$31 per day, work release beds are much more cost effective for the state. The offender also becomes a taxpayer not a tax consumer and is able to pay restitution, fines, and court costs and contribute to the cost of his subsistence. Statistics indicate a recidivism rate 4% lower for inmates participating in work release than those who do not. Utilization of the 765 work release beds currently available yields an annual savings of nearly \$4 million. The current backlog averages 350 inmates with a three to six month wait for placement. Projected expansions include 100 beds in Rapides Parish and 31 beds in West Baton Rouge Parish. Even this small increase will result in an annual savings of more than a half million dollars. Expansion of work release programs in local jail facilities is also underway. Further expansion could result from implementation of the re-entry drug court concept. It is important to remember, though, that appropriate risk assessment to ensure public safety must accompany growth in community programs

F. Case Management

Many of the programs or proposed programs as described in this document will serve to decrease or reduce incarceration; however, in turn, demand for and the workload of

probation and parole officers is greatly increased. **Case management** is a computerized system of records and information that allows officers to work smarter by reducing paperwork, giving the officer more time to spend supervising offenders. Better supervision results in a reduction of serious violations as officers are able to detect problems sooner, thus improving public safety. Early detection, with swift sanctions, improves the chances of an offender successfully completing supervision. Notebook or laptop computers allow immediate access to data, case processing, data entry and records checks in the field, at home, in court or anywhere. The Adult Division of Probation and Parole has a first class case management system operational statewide and notebook computers for approximately 65% of the field officers. For maximum benefit, all field staff should be equipped with computers, estimated to cost \$300,000. Case management will eventually enable the Division to move toward results driven supervision and determine which programs are most effective. The use of technology has unlimited possibilities for the future management of offenders and officer workload.

G. Community Policing

Through **community policing** efforts, the Adult and Juvenile Divisions of Probation and Parole partner with local law enforcement agencies with a common goal of identifying and monitoring known offenders to detect minor violations before they develop into more serious offenses, thus enhancing public safety. These joint ventures assist officers in removing violent and repeat problem offenders from the streets, thereby allowing officers to give more intensive supervision to offenders in need. Community policing costs little in the way of actual dollars spent (paid overtime or compensatory time for officers involved in a program); however, benefits to the community, offenders and agencies involved are extensive. The following programs are examples of some of the community policing efforts

the Department is currently involved in with other agencies. Expansion of these and similar programs throughout the state is encouraged.

Operation Eiger is a cooperative agreement among several state and local agencies working together in an effort to reduce the level of drug and violent offenses in East Baton Rouge Parish. Participating agencies include the Baton Rouge City Police, East Baton Rouge Department of Juvenile Services, the Baton Rouge District Offices of Adult and Juvenile Probation and Parole and the Mayor's office. The program's main objective is to provide night surveillance through curfew checks, primarily targeting drug and violent offenders.

In addition to assisting Baton Rouge Police Officers in Operation Eiger, the Adult Division of Probation and Parole participates in "ride along" and "warrant round-up" joint ventures with police officers in New Orleans and Shreveport. All combined, probation and parole officers assist local police departments in providing additional supervision in the community for targeted violent offenders, sex offenders and high-risk absconders.

H. Sex Offender Treatment

Practitioners have agreed that a treatment protocol is essential for the rehabilitation of sex offenders. There are currently 2,000 high-risk, high-profile sex offenders on probation and parole supervision in Louisiana; these are predators who provide a potential threat to the community. Although treatment may not cure the sex offender, it is necessary in order to lessen the rate of recidivism and further victimization. Violations can be detected immediately and swift action taken to remove the offender from the community.

The Department recognized this need for a structured treatment plan and subsequently initiated a pilot program which provides treatment sessions for the high-risk, high-profile cases. The offender is responsible for the \$25 per week cost for services. The supervising officer also attends the sessions and, in doing so, is able to gain valuable insight on the progress of their cases. The program fulfills the need for structured treatment services and provides more intense supervision. To date, over 400 sex offenders have enrolled in the pilot program, which is available in five locations throughout the state. Three additional locations are being added in areas where treatment is not currently available. To continue this program after the pilot has ended will be of little cost to the state, since the offender is responsible for payment for services provided. The only cost that may be associated with this program is the overtime compensation for officers while attending the treatment sessions; they currently receive compensatory time for attendance.

I. Truancy and Assessment and Service Centers

Early intervention has been demonstrated as the key to providing the greatest chance for correcting the actions of juveniles who demonstrate a propensity for destructive or criminal behavior. By intervening at an early age, it is possible to correct potential delinquent behavior before the chances for correction become insurmountable.

Therefore, in 1999, the Louisiana Legislature created a three year pilot program for the development of truancy and assessment and service centers in the parishes of Caddo, Calcasieu, East Baton Rouge, Jefferson, Orleans, St. Tammany and Tangipahoa.

Each center, working in a collaborative manner with personnel from local schools, law enforcement, judicial courts exercising jurisdiction over juveniles, district attorneys, and

social service organizations will provide specific services. Programs will be designed and tailored to address the underlying problems causing truancy by pooling existing resources of family and child serving agencies with treatment resources.

Truancy centers are currently in operation in Caddo and Jefferson Parishes. The program could be expanded at a cost of approximately \$500,000 per site per year. The Louisiana State University has issued a preliminary evaluation with very positive results.

J. Restorative Justice

Restorative justice is a philosophy, a different way of looking at and therefore, of approaching crime and justice. It can be applied at any point in the justice system. It is not any one program or process, rather it sees crime as a violation of human relationships as well as the breaking of laws. Crimes are committed against victims and communities rather than against a government. Restorative justice recognizes that, to heal the effects of crime, we must attend to the needs of the individual victims and communities that have been harmed. Receiving punishment is a passive act and does not require offenders to take responsibility for their actions. Restorative justice focuses on repairing the harm caused by crime and reducing the likelihood of reoccurrence.

One example of restorative justice is seen in the **Reparative Probation** program in the State of Vermont. This program offers an alternative to traditional probation and to incarceration. After a finding of guilt, a court may recommend that an offender participate in reparative probation. The offender appears before a reparative board, a panel of trained citizen volunteers. The victim is not required to be present. The board works with the offender to establish what he can do to repair the wrong that has been done. The desired

outcome is a signed agreement, an “action plan” that the offender agrees to follow. He has 90 days to fulfill the terms of the agreement. He is not monitored during that period and, if he does as agreed, the sentence is complete. If he fails to complete the terms of the agreement, the offender is returned to court. In two years, the reparative boards met with 2,421 offenders; only 233 negatively terminated their agreement and were returned to court. Costs associated with the program average between \$300 to \$400 per case. Four Departmental employees have been specially trained to recruit and instruct reparative board members. Other employees have received specialized training to prepare them to approach victims about participation in the board process and to offer appropriate support if they choose to do so.

Another form of restorative justice that has been implemented in several jurisdictions throughout the country is **Victim Offender Mediation** (VOM). VOM provides an opportunity for victims of crime, primarily low-level property offenses and minor assaults, to meet their offenders in the presence of a trained mediator. The goal is to hold offenders directly accountable while providing important support and assistance to victims. With the aid of trained mediators, the victims are able to let the offenders know how the crime affected them, receive answers to their questions and be directly involved in developing restitution plans that hold the offenders financially accountable for the losses they caused. Failure to complete the restitution agreement results in further court-imposed consequences.

A recent survey conducted by the University of Minnesota, School of Social Work, identified 289 VOM programs currently in operation in communities throughout the United States. Over 60 percent of the VOM programs were operated by either church or community based

programs; 17 percent were sponsored by probation and parole agencies. Forty-five percent of the programs work with juveniles only, compared to nine percent working with adult offenders only. Forty-seven percent work with both adult and juvenile offenders.

In Louisiana, recently enacted legislation (Ch.C. Arts. 435-445) allows for mediation as a new option for juvenile offenders in delinquency and other proceedings. The court may order a referral for mediation between the alleged victim and offender. The parties must attend scheduled sessions and attempt to mediate in good faith, but are not required to reach an agreement. With grant funding, this concept is being piloted in Jefferson Parish. The success of this option is contingent upon funding for mediators.

There are many adult and juvenile offenders in state custody for low-level offenses that might possibly be considered for mediation or other types of restorative efforts, whereby the offender could repair the harm done by performing community services, work to earn money to repay or replace what is owed, etc. Currently, there are 226 juvenile offenders in state custody for low-level property offenses at a cost of \$111 per day. Nearly \$4.5 million could have been saved if only half of these offenders were diverted to a mediation program.

In the adult population, there are approximately 650 first offenders whose most serious crime ranges from worthless checks, attempted theft, attempted simple burglary to theft of items valued at less than \$500. If half of these offenders had been diverted through mediation efforts, an annual savings of approximately \$3.5 million may have resulted, or at least have freed these beds for utilization by higher priority violent and chronic offenders.

The VOM process can serve to humanize the criminal justice experience for both the victim and the offender. It holds offenders directly accountable to the people they have

victimized, allows for more active involvement of crime victims and community members in the justice process and reduces further criminal behavior. The cost to implement these programs is minimal using volunteer citizens while the economic and social impact would be significant.

Prison Fellowship Ministries (PFM), an outgrowth of founder Chuck Colson's experiences in prison following his conviction as a Watergate conspirator, has been holding in-prison seminars and follow-up Bible studies in Louisiana prisons for more than fifteen years. PFM is now seen as a leader in the restorative justice movement and in conjunction with the ministry's public policy arm, **Justice Fellowship**, PFM is very supportive of restorative justice approaches. According to Pat Nolan, Justice Fellowship President, "Until restorative programs are implemented in the criminal justice system, we will never break the imprisonment-release-re-imprisonment cycle that is driving the prison building boom." PFM has also demonstrated that organization's willingness to work with other faith-based groups within the criminal justice system to make a positive impact on criminal thinking and behavior and to serve both the physical and spiritual needs of the inmate. PFM has expressed an eagerness to join with criminal justice officials and the Louisiana Legislature to implement restorative justice programming.

In summary, it must be noted that support programs for all persons (including inmates being released from prison) identified in need of services is a critical concern. The probability of recidivating is increased when there is no continuity of treatment or support services after release or during participation in a community program. These services include mental health counseling, substance abuse treatment, family counseling, sex offender treatment, and basic education and job skills training. The Division of Probation

and Parole struggles with locating assistance for these parolees because agencies' limited resources are prioritized, as they should be, for tending to the needs of Louisiana's citizens. The lack of support services is particularly profound in rural communities. Without support services, the chance of success for many community supervision programs is diminished.

II. INSTITUTIONAL PROGRAMS

Correctional education programs help inmates break the cycle of criminal activity by providing the knowledge and skills necessary to succeed. Effective programs focus on helping inmates develop problem solving and decision-making skills. A new national study outlines overwhelming evidence linking prison-based education programs to dramatically reduced recidivism rates and crime prevention, finding such programs among the most effective of all crime prevention programs.

A. Job Skills Education Program

The Job Skills Education Program (JSEP) continues to be an effective vehicle for inmates seeking to increase their academic and vocational potential. A computer-based, three-component learning system developed by the U.S. Army, JSEP includes: 1) an education module; 2) a vocational module; and 3) an after-care treatment program. During the 1998/99 school year, 1,191 adult inmates completed JSEP. Of these, 436 were referred for aftercare services through the Division of Probation and Parole. The recidivism rate for this group of parolees was 14.2% compared to 31.1% for non-JSEP parolees.

Estimated annual recurring costs of \$135,000 for each existing program includes salaries, supplies and computer maintenance. The Department will continue to fund this innovative program and hopes to expand it to include all adult institutions at a cost of \$288,390 per location, (Phelps Correctional Center, Louisiana State Penitentiary, Work Training Facility/North, and David Wade Correctional Center).

B. Project Metamorphosis

Project Metamorphosis is a three-year grant-funded program currently located at Elayn

Hunt Correctional Center, Louisiana Correctional Institute for Women and Avoyelles Correctional Center. The goal of the program is to reduce recidivism through higher post-release employment and wage rates and increased vocational, cognitive and employability skills. Program components include life skills, employability/work maturity skills, literacy, vocational training, job or school placement and follow-up. This nationally recognized program has operated since 1997 and has served 1,243 adult inmates. Inmates released in 1999 who participated in Project Metamorphosis had a recidivism rate of 15.8% compared to 22.1% for general population. This decreased rate of recidivism for Project Metamorphosis participants could generate an annual savings of nearly \$900,000.

The Department regrets it will be unable to continue this exemplary program after the grant expires in Spring 2001 because of the lack of a state general fund appropriation. While the grant has paid for the equipment needed to operate the program, recurring costs to continue average \$380,000 annually for salaries and supplies.

C. Fast-Track Welding

In response to a statewide shortage of qualified personnel for entry-level welding jobs, the Department has partnered with the Department of Labor to implement a **fast-track welding** program for state inmates who could be hired as welders upon their release. IMPACT trainees were given the first opportunity to participate in the program; however, it has since been expanded to include general population inmates at Elayn Hunt Correctional Center. Annual operating costs total a little more than \$328,000. This includes instructors, training equipment and supplies in marine, shipbuilding, welding and shipfitter curriculums. The annual cost per slot averages \$1,795. Since April 1998, 456 inmates have completed the program and have been placed in a variety of welding related occupations including

shipyards and barge builders at Avondale Shipyard in New Orleans and Trinity Marine in Port Allen. Additionally, both David Wade Correctional Center and Washington Correctional Institute each had a 15 slot fast-track welding class earlier this year. Unfortunately, due to a lack of funding, both of these programs were discontinued.

D. Direct Services Grant for High Risk Adults

In July 2000, the Department was the sub-recipient of a **Direct Services Grant for High Risk Adults** through the Department of Labor. Other agencies participating in this initiative are the Louisiana Community Technical College System, Louisiana State University and local workforce investment areas. The Department has been assigned the responsibility of coordinating this project at Elayn Hunt Correctional Center, Louisiana Correctional Institute for Women, and Avoyelles Correctional Center. This grant will focus on male and females 18 years and older as defined by the Workforce Investment Act who do not have skills to enable them to obtain stable employment. Each participant will be assessed to determine individual needs in the areas of education, hard and soft skills and general employability. A personal training plan will then be developed that will help participants prepare for employment and on-the-job success. The major objective will be to reduce recidivism through a series of strategies aimed at academic achievement, job training/placement and retention. Program effectiveness will be evaluated by staff of Louisiana State University.

E. School to Work

The Department has instituted an active **School to Work** program which involves job skills training of selected juvenile offenders prior to their release. Officials have confirmed that Louisiana was the first correctional system in the nation to implement the program. Curriculums and procedures developed by the Department will be used to assist in

developing similar programs in other state correctional facilities.

New vocational programs are being created and existing ones enlarged to provide more skill-building opportunities for the offenders. Positions have been established within the facilities whose primary responsibilities relate to assisting offenders with job placement and/or continuing education, liaison with parole officers and tracking the offender's progress after release.

A program was piloted at Swanson Correctional Center for Youth with a number of offenders who are or were enrolled in the vocational or work programs at the facility. One year follow up on 38 offenders in the program shows that only five have been incarcerated or charged with a crime since their release. This represents a 76% success rate. While data for such a short duration and with a small cohort is inadequate for statistical significance, the trend appears to support the feasibility of the vocational program as a deterrent to recidivism.

F. Adult Education, Vocational Education and Literacy Programs

In addition to federally funded programs such as Project Metamorphosis and the Direct Services Grant for High Risk Adults, **adult education, vocational education and literacy programs** are offered at all institutions. Participation is voluntary. Inmates with acceptable conduct records, whose scores range between 0.0 and 5.9 on the standardized Test for Adult Basic Education (TABE), are prime candidates for literacy instruction. Scores are categorized and a waiting list is maintained of all inmates who do not have a high school diploma or GED. This enables educational staff to appropriately fill student vacancies as they become available. Literacy classes are filled, administered and supervised by

institutional staff, but are taught by inmate tutors. Generally, tutors in day classes are assigned as an all-day job, and are usually required to teach two groups of students for half-days. In addition to day classes, night courses are offered at some facilities. A wide variety of instructional methods are used including: videos; computer aided instruction; traditional textbooks; phonics; lecture and one-on-one instruction.

Ultimately, the aim is to increase the participant's grade level to enable the inmate to take advantage of the ABE/GED and/or vocational classes taught by Louisiana Technical College salaried instructors. Additional adult basic educational opportunities are somewhat limited by physical plant capabilities. Where existing classroom space is available, a class of 25 inmates could be served at a cost of \$50,000 for the instructor and materials. As of June 2000, 1,190 slots were available statewide for ABE/GED classes, with most classes at or near capacity. Departmentwide, approximately one-fourth of the adult population participates in an available basic education, vocational, literacy or college level education program.

G. Religious Programming

According to an article in the Justice Quarterly (March, 1997) entitled "Religious Programs, Institutional Adjustment and Recidivism Among Fellowship Programs" a study by the Academy of Criminal Justice Sciences found that if a person attended ten or more Bible studies during his incarceration, he is 67% less likely to return to prison than those who did not. **Religious programming** is available to every adult and juvenile offender in our institutions. A data base is currently being developed to track recidivism rates for inmates who participate in these faith-based programs. Additionally, the Department has begun to establish a relationship with faith leaders statewide to encourage them to develop and

implement faith-based programs to meet the needs of children and families in the community. Community religious institutions can be a tremendous resource to aid in local problem solving because they have organized resources already in place, such as physical space, the authority to assemble people for discussion, and the ability to provide moral guidance for people to discard destructive and/or criminal behavior and provide a sense of responsible living. Communities should begin to turn to their local faith-based institutions and organizations for preventive, early intervention, and rehabilitative services.

H. Prison Fellowship Ministries

Prison Fellowship Ministries provides faith-based programs to every state prison. The ministry consists of in-prison programs for inmates and Angel Tree ministry for their children. This year, Angel Tree will provide Christmas gifts to over 8,000 children. To expand the effectiveness of current programming, Prison Fellowship has scheduled Operation Starting Line for September 20th through October 2nd. This program is a collaborative effort involving more than seventeen national ministries. The Billy Graham Organization, Promise Keepers, Focus on the Family, Navigators, Walk through the Bible and Southern Baptists are just a few of the partners. One intended outcome of this program is to increase the number of churches and volunteers involved statewide. With additional resources, mentoring programs for inmates upon their release, ministry and mentoring for inmate's children, family ministry for inmate families and more consistent discipleship programs could be created.

I. New Orleans Baptist Theological Seminary

In 1995, the **New Orleans Baptist Theological Seminary** (NOBTS) established the "Angola Campus" at the Louisiana State Penitentiary; it should be noted that Angola is the

only prison in the United States that offers a college level degree program for its inmate population. An Associate Degree is offered at the completion of the two year program and a Bachelor's Degree is conferred upon completion of the four year program. The NOBTS has given inmates a chance to educate themselves and grow spiritually. This program has promoted and restored hope to all areas of the prison, as future graduates encourage fellow inmates to enroll. This outlook positively affects the way the inmates view the rest of their lives.

The first commencement exercise was held in January 1998, with fifteen inmates receiving Associate Degrees in Pastoral Ministries. In January 2000, nineteen inmates received the first Bachelor Degrees in Theology. Currently, there are 104 inmates enrolled in the fall 2000 degree program.

J. Older and Infirm Inmates

Many of the state's 35,601 inmates are being incarcerated longer, often with no chance of parole. Stiffer sentencing laws in recent years are propelling prisons into a dilemma of what to do with aging and chronically ill inmates.

The number of inmates age 50+ in the custody of the adult correctional system comprises 9% of the total population. (Correctional agencies nationwide are adopting age 50 as the chronological starting point to define older offenders. This is based on a number of factors including socioeconomic status, access to medical care and lifestyle of most offenders.) A September 2000 snapshot of the population showed that there were 1,740 inmates between the ages of 50 and 90. Of these: 153 were 65 or older; 688 were age 55-64; and 899 were age 50-54. The largest concentration of older inmates is at the Louisiana State Penitentiary (LSP). Caring for this population is quite costly. For example, LSP has seven

inmates whose pharmaceutical costs collectively total \$48,000 per month.

Half of the nearly 5,000 inmates at LSP are serving life sentences. It is estimated that in 10 years, 40% of the inmates at LSP will be over age 55 and the majority of them will die while in prison.

Forcht Wade, a satellite of David Wade Correctional Center, was opened to address the system's need for a centralized nursing facility for the chronically ill. It offers 362 beds for male inmates whose age and/or physical impairments can best be handled in a special needs unit. Additional beds designated for this population have been identified at four prisons: 120 at LSP; 70 at Elayn Hunt Correctional Center; 30 at Dixon Correctional Institute; and 20 at the Louisiana Correctional Institute for Women.

Current law allows parole consideration for inmates who received sentences of 30+ years (except lifers) who have served at least 20 years and who are at least 45 years of age. Similar consideration may be reasonable for inmates with life sentences who are at least 60 or 65 years of age and who have served at least 30 to 40 years.

K. Intensive Motivational Program of Alternative Correctional Treatment

The **Intensive Motivational Program for Alternative Correctional Treatment** (IMPACT) is an intensive incarceration program located at Elayn Hunt Correctional Center (EHCC). It is a rigorous multi-faceted program emphasizing discipline, education and rehabilitative therapeutic programs in substance abuse and values re-orientation. IMPACT was authorized by statute in 1986 and currently has a capacity of 200.

All potentially eligible inmates are carefully screened prior to being transferred to the

IMPACT unit. This includes an assessment of the inmate's statutory eligibility, medical and psychological testing, and consideration of suitability for the program.

Statutory eligibility states that a participant must be:

- Parole eligible;
- Convicted of a non-violent first felony offense or;
- Convicted of a non-violent second felony offense and never having served time in a state prison; or
- Convicted of a first or second offense for possession of cocaine; or
- Convicted of a first offense for distribution, dispensing, or possession with intent to produce, manufacture, distribute, or dispense cocaine when the amount of cocaine involved was 28 grams or less; and
- Be sentenced to state custody for seven years or less.

In addition, each IMPACT candidate undergoes extensive evaluation of suitability criteria prior to eligibility. Suitability includes consideration of the following:

- Outstanding felony charges;
- Mental or physical health problems that would preclude safe program participation after reasonable accommodations are made or that would require accommodations that would preclude obtaining the fundamentals of the program;
- Significant long-term history of assaultive behavior;
- An assaultive escape within the last five years;
- Sex offenders.

IMPACT has evolved since its inception in a number of ways. Over the years, the original

primarily military boot-camp style program has become predominately a “drug treatment” program. The current format of the program is designed to meet the programmatic needs of the chronic substance abuser. It focuses on altering behavior by changing the way the trainee thinks, while forcing the individual to examine the quality of current relationships and evaluate life goals.

In 1995, a Job Skills Educational Program (JSEP) was added to the curriculum. JSEP incorporated a self-motivated computer based educational module that allows offenders instructional opportunities in over 220 vocational job prescriptions including GED and college preparatory. In 1997, Moral Recognition Therapy, a sixteen step program created for the anti-social substance abuser was also added. In June 1998, a fast-track ship fitting/welding vocational component was initiated that provides 200 hours of training in vocations that will provide numerous job opportunities upon release.

A proposal to create a 180 hour fast-track carpentry program for IMPACT inmates is in the planning stages. Upon completion of the program, inmates will be qualified for entry-level jobs in the building and construction field. It is estimated that it will cost \$18,675 to produce 10 graduates in the first class cycle. Subsequent classes will cost \$10,900 per cycle and approximately 6 class cycles can be completed in one fiscal year. Total annual costs are estimated at \$73,100 for 60 inmates. This program is proposed to be the start of a core of trades programs to teach building construction skills. By investing in marketable skills, the inmates have a greater chance at securing employment upon release.

Currently, the average length of incarceration for an inmate in the IMPACT program is 10.3 months. A similarly profiled inmate traditionally incarcerated would have an average

sentence of 5.5 years, and actually serve approximately 2.75 years. Based on the average cost of \$31 per day to house state inmates, there is a cost savings of approximately \$2.1 million per 100 inmates.

As of June 2000, 2,405 inmates have successfully completed this program. This results in an approximate savings of \$51.5 million in operational costs over the thirteen year history of the program. It also calculates into a capital cost savings of \$13.75 million (\$25,000/bed), by saving the cost of constructing a new 550 bed facility that would have been needed for these offenders. It is also important to note, that due to a lack of a more comprehensive evaluation, these calculations are conservative.

The most efficient indicator of the success of this program is tracking the recidivism rates of participants. Recidivism for the 1997 IMPACT graduates shows that 61% are still living successfully in the community, while 78% of the 1998 graduates remain in the community. Statistics reflect that 54% of the 1997 general population releases and 63% of the 1998 releases remain in the community. Recidivism rates for IMPACT participants have consistently been lower than non-participants. This indicates that IMPACT participants, serving a shorter sentence, are committing fewer crimes than those who serve their sentences through traditional incarceration.

Using this program as an alternative to long-term incarceration benefits the state in two ways. First, the program offers cognitive, educational and substance abuse programs to the inmate by providing coping skills needed to return to society as productive citizens. Second, this type of program shortens the total number of incarceration days, ultimately decreasing the cost of incarceration.

The Department suggest that the provisions of La. R.S. 15:574.4(A) and C.Cr.P.Art.901.1 could possibly be expanded to allow a greater number of inmates to become eligible for program participation, resulting in a significant cost savings without an additional threat to the safety of the community. Further, a workload adjustment is being requested in the David Wade Correctional Center's 2001-2002 fiscal year budget for the conversion of 79 beds to an IMPACT unit at a cost of \$882,717.

L. Substance Abuse Treatment

According to the United States Department of Justice, Corrections Program Office, approximately 70% of all state inmates are in need of **substance abuse treatment**. On average, about 12.7% of those inmates are receiving treatment on any given day, yet only 15.3% complete a prescribed substance abuse treatment program prior to release. Recent research and evaluations show consistent reductions in recidivism rates for offenders completing in-prison substance abuse treatment programs. According to the Office of National Drug Control Policy, treatment while in prison and under post-incarceration supervision can reduce recidivism by roughly 50 percent. The National Center of Addiction and Substance Abuse at Columbia University calculates that the cost of treatment in conjunction with education, job training and health care averages \$6,500 per year. According to the Center, the benefit of each inmate who completes the program and becomes a law-abiding, taxpaying citizen would, after one year, add up to ten times the amount spent on the inmate's rehabilitation.

M. Residential Substance Abuse Treatment Program

Through the **Residential Substance Abuse Treatment Program (RSAT)**, the Department

of Justice has provided over \$1.37 million in funding to the state to treat adult and juvenile inmates. RSAT programs are currently operating at the Elayn Hunt Correctional Center and Concordia Parish Correctional Facility. These programs serve 245 adult inmates in a six to twelve month residential treatment program.

Additionally, two therapeutic communities have been established in juvenile correctional centers with RSAT funds. Elements of a therapeutic community allow the substance abuser to learn interpersonal, educational and vocational skills and to develop psychological, moral and social strengths that are fundamental to living a drug free life. The program focuses on the person as the problem, not the drug and is considered a major innovation in American prisons. Widespread acceptance is directly associated with a number of studies showing successful outcomes for community-based therapeutic communities over the years and more recently, similar results are appearing for prison-based therapeutic communities. The first therapeutic community opened at Jetson Correctional Center for Youth (JCCY) and serves 40 males and 50 females. The second is at Swanson Correctional Center for Youth (SCCY) and serves 36 males. (A third therapeutic community at the SCCY-Madison Parish Unit is scheduled to become operational by December 2000.) According to Ms. Naya Arbiter, consultant with the U.S. Department of Justice, Corrections Program Office, these two programs are the only therapeutic communities in the nation located within a secure, juvenile correctional facility and could serve as national models.

Establishment of a 40-bed therapeutic community (for adults or juveniles) in a correctional facility in Louisiana costs approximately \$5,500 per offender for treatment and support services in addition to the regular per diem cost. As offenders complete the program and

are released from prison, they may transition to residential treatment beds in the community.

Daily institutional program costs are \$15 per offender. As the program serves more offenders, the cost decreases. For example, the program director and assistant program director at JCCY serve two populations. The cost of their salaries is approximately 21% of the total operating cost of the program.

Expansion of the existing therapeutic communities could be accomplished with an investment of funds for additional treatment staff and training. Adding another 40-bed component to an existing program would cost approximately \$220,000 to meet the model staff to offender ratio of 1:10. Federal funding of this program was originally planned for five years. The therapeutic community programs are currently in their third and fourth years of operation. Continuation of these programs after the fifth year is contingent upon federal approval. The Louisiana State University is in the process of preparing evaluative data to support the preliminary adult recidivism numbers of 16%-17% for offenders receiving substance abuse treatment through the program who were released in 1998. General population recidivism for offenders released at the same time is 37.2%.

N. H. J. “Blue Walters” Substance Abuse Treatment Program

Since 1991, the **H. J. “Blue Walters” Substance Abuse Treatment Program**, currently located at Dixon Correctional Institute (DCI), has provided a comprehensive program designed to rehabilitate eligible inmates nearing release who have a history of alcohol and drug abuse. Treatment plans are developed for participants based on an individual assessment and evaluation. Group and individual therapy is offered, as well as various

programming plans including Narcotics Anonymous and Alcoholics Anonymous, all in a structured, disciplined environment. As a result of recent budget reductions throughout state government, Blue Walters will close at DCI effective October 2, 2000. A similar program will soon begin operating at Orleans Parish Prison, with a 160-bed capacity. Transition of the program to the Orleans Parish Prison began on August 21, 2000. Inmates currently in Blue Walters will complete their treatment at DCI.

O. Resocialization

Recidivism rates for youth in the Texas Youth Commission (TYC) have declined across the board since 1993. Texas officials attribute this reduction to specialized treatment programs and a behavior modification program called “**Resocialization.**” Currently, the TYC has the resources to offer this specialized treatment to only 40% of the youth who need it. It was found that the youth who completed the specialized treatment were rearrested or reincarcerated at a much lower rate than youth who didn’t have access to the special programs.

The “Resocialization” program is based upon the premise that youth who have been “socialized” to a delinquent/crime prone subculture, must be held accountable for their behavior, and must be helped to understand and to develop the skills necessary to become positive, pro-social individuals. Resocialization uses a variety of interventions with emphasis on therapeutic community concepts and cognitive-behavioral interventions in a continuum of care context.

The Department has proposed a five-tier behavior modification program similar to “Resocialization” built upon the principles of youth development. Participation in the

behavior modification program along with the academic, vocational and treatment services available at the juvenile correctional facilities will have a significant, positive impact on the behavior of the offenders and will return them to their communities better equipped to live as productive citizens.

Full implementation is expected to take approximately two years and cost between \$500,000 and \$750,000. The bulk of the cost is for curriculum development and training of direct care personnel. Return on this investment is expected to be a greater chance of success upon release. Recidivism for offenders released in 1994 currently stands at 63.5%. Seventy-three percent of these recidivated as adults.

III. CHILDREN'S INITIATIVES

According to John Dilulio as quoted in The Wall Street Journal, "For all the good news about crime and other social indicators, too many of America's children are still growing up abused (over a million substantiated cases a year), impoverished (at least 16%), without a father in the home (at least 40%), or subject to other influences that researchers have consistently found are associated with crime and delinquency."

Children are not born criminal. Whatever happens that increases the likelihood of such behavior happens over time and begins very early, perhaps prenatally. Current research regarding early brain development suggests that the prenatal period and the first three years of a child's life are developmentally the most significant and presents a golden opportunity for influencing his life in a way that will enhance both his potential and his ability to realize it.

In *Early Interventions: Benefits, Costs, and Savings*, a report published in 1998 by the RAND Corporation, researchers accepted findings that the most significant phase of physical brain development occurs by the age of three. Researchers then set out to test the validity of offering early childhood intervention services, particularly to disadvantaged children. Services included parenting skills training, child health screening, child abuse recognition, and referral to other social services. One group of families received such services; a control group did not. At the end of the project, researchers concluded that early intervention programs can provide significant benefits to children and their families including:

- Gains in the child's emotional and/or cognitive development;
- Gains in the child's educational process and outcome;

- Increased economic self-sufficiency through greater labor participation, higher income, and lower welfare usage, initially for the parent and later for the child;
- Reduced levels of criminal activity; and
- Improvements in health-related indicators—e.g., child abuse, maternal reproductive health, and maternal substance abuse.

The November/December 1997 issue of *The Community Corrections Report* and the U.S. Advisory Board on Child Abuse both state that “experiencing childhood abuse and neglect increases the likelihood of arrest as a juvenile by 53 percent, of arrest as an adult by 38 percent and of committing a violent crime by 38 percent.” On the other hand, the Syracuse Family Development Research program showed that “delinquency was reduced by 91 percent when families were provided with parent training, home visits, training on safety issues, and other human services beginning prenatally and continuing until children reached elementary age.”

In 1998, the Department declared primary crime prevention an appropriate part of the public safety mandate. Staff resources were directed toward a three faceted “Children’s Initiative.” The Department envisioned the goal of providing community outreach programming that focuses on parenting skills training, character building, and well-child care services. These new goals were aimed at helping to foster a new generation of healthy, nourished and nurtured children who will be far less likely as they mature to be involved in violence, drop out of school or use drugs—all high factors for subsequent criminality. The Department became pro-active and began developing strategies that seek to prevent future crime and provide early intervention services.

A. Parenting Skills Program

The goal of the **Parenting Skills Program** is to make a sustained long-run impact on crime by contributing to the ability of current and future parents, grandparents and care givers, now under correctional supervision, to ultimately raise healthier and more nurtured children, who will then be less at risk for criminal activity. To that end, the Department developed a parenting skills curriculum for all juvenile offenders aged 14 years and over and all adult inmates who are within one year of release from incarceration. The effort will provide virtually every inmate, both adult and juvenile, the opportunity to participate prior to release.

Additionally, mechanisms and resources were developed to support participation in the Parenting Skills Program by all individuals receiving probation or being released on parole.

B. Character Counts

The **Character Counts** program promotes a values-based curriculum built on the concept of the "Six Pillars of Character" and is now central to programming in adult and juvenile institutions. In addition, staff also volunteer their time in community programs by conducting training at local churches, schools and civic organizations. The Department will continue to enlarge the population served with full implementation of the Character Counts program in adult and juvenile probation and parole districts. The Division of Youth Services provides seminars and monthly mail outs to probationers and their families informing them about the designated character pillar of the month and how its principles can and should be applied to their everyday living. Statistics indicate that for the month of June, 2000 over 7,000 adult offenders and 1,500 juvenile offenders were enrolled in *Character Counts* programs in our institutions.

C. Steps to Success

In 1998, the Department mobilized staff in support of U.S. Senator Mary Landrieu's **Steps to Success** program by encouraging and advocating community involvement in this statewide initiative to provide parents of children from birth through three years of age with information to facilitate a wholesome and healthy start. This is a non-profit organization designed to coordinate and integrate the efforts and resources of non-profit, private and governmental agencies to facilitate the provision of all support services required by children and their families to ensure healthy bodies, educated minds and self-sufficiency. This network includes timely prenatal care, parenting education, medical services and age appropriate developmental experiences for the pre-school child.

D. Reading Corners

In addition, we have furthered this process by establishing **Reading Corners** at several institutions, including Work Training Facility/North, Dixon Correctional Institute and David Wade Correctional Center. These reading corners are designed to increase activity and communication between incarcerated fathers and their young children by encouraging the parent to read and interact with the child during family visitation periods. The Department is currently working collaboratively with the Steps to Success program to encourage community groups to help provide additional reading materials for use at the institutions and additional material for the incarcerated parent to give to their children to take home to use after the visit. During the 1999-2000 school year, staff at the Headquarters office adopted the Baton Rouge Evangeline Head Start Center by on-site reading and interaction with approximately 150 preschoolers.

Research implies that there is no single cause of juvenile violence; therefore, there is no

single solution to decrease juvenile violence. The Office of Juvenile Justice and Delinquency Prevention (OJJDP) does list specific risk factors that are prevalent in the development of delinquent behavior. These factors are: childhood abuse; family disintegration; economic and social deprivation; low neighborhood attachment; academic failure; truancy; school drop-out; and fighting. A 1996 report from the RAND Corporation states that early intervention programs can prevent as many as 250 crimes per \$1 million spent, while the same amount spent on prison would prevent only 60 crimes.

An article in the October/November 1997 *Juvenile Justice Update* states, "Family based programs are working." Family based prevention efforts include home based programs, organized pre-school programs such as Head Start, parent training, family therapy, and programs directed at domestic violence. A number of programs which deliver parent training to families of elementary school children resulted in better social control, less disruptive behaviors and lower self reported delinquency among participating children.

The 2000 Kids Count Data Book by the Annie E. Casey Foundation paints a gloomy picture for the future of Louisiana's children in relationship to the risk factors outlined by OJJDP.

Louisiana Kids Count Rankings

	<u>% State</u>	<u>% National</u>	<u>National Rank</u>
Teens who are:			
• high school dropouts	11	10	34
• not attending school/working	13	09	48
Children living in poverty	30	21	48
Teen deaths by accident, suicide, homicide (per 100,000 for ages 15-19)	84	58	47
Children living with parents who do not have full-time employment	35	27	49

Louisiana should consider mobilizing to develop and strongly support early intervention programs that:

- Ensure good health and wholesome, nurturing environments for infants;
- Ensure that families have the benefit of adequate and quality health care;
- Promote opportunities for responsible parenting for all parents; and
- Involve communities to support young children and their families.

IV. CONCLUSION

The ideas contained herein are not exclusive but are intended to provide an array of alternatives to potentially reduce the growth of incarceration in Louisiana. It is important to consider that, in most cases, a short-run investment of new dollars must be made in order to realize the long-run benefit. It is generally not possible to expect to reduce the cost of incarceration by an amount equivalent to the expenditure on drug treatment, education, job skills training and other programs in the same fiscal year.

Staff of the Louisiana Department of Public Safety and Corrections stand ready to discuss, provide further details, or participate in planning for the implementation of these programs.